

# City of Flagstaff

FY 2016 – 2017 HUD Annual Action Plan  
Public Comment Draft



Submitted to the  
US Department of Housing and Urban Development  
May 15, 2016



# CITY OF FLAGSTAFF

## FY2016 – 2017 HUD ANNUAL ACTION PLAN

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### Introduction

The Annual Action Plan (Action Plan) is submitted to the U.S. Department of Housing and Urban Development (HUD) and serves as the formal application for the use of Community Development Block Grant (CDBG) entitlement funds received by the City of Flagstaff.

The Action Plan defines the one-year activities in relationship to the five-year goals and objectives of the Consolidated Plan covering Fiscal Years 2016-2020, submitted to HUD on May 15, 2016. The Action Plan provides a brief description of the programs and projects of the City of Flagstaff in Fiscal Year 2016-2017, as well as funding announcements for the CDBG program. The City established four priorities based on the analysis of market and community conditions, and input from Flagstaff residents and service providers:

1. Revitalization, Public Facilities & Infrastructure
2. Public Services & Economic Opportunities
3. Addressing Homelessness
4. Decent Affordable Housing

Flagstaff is proud of the accomplishments achieved during the most recent Program Year - 708 individuals and an additional 25 households were beneficiaries of CDBG services during the 2013-2014 Program Year.

The funding recommendations in this plan will be brought to the City Council for discussion on April 12, 2016 and for final approval on April 19, 2016.

The Community Development Block Grant program is provided through the US Department of Housing and Urban Development (HUD) Office of Community Planning and Development. Due to its size and composition, the City of Flagstaff is classified as an 'entitlement community'. This means that Flagstaff does not apply for the CDBG program, but is awarded CDBG funds at a level based on a HUD formula involving population and demographics. In order to receive CDBG funds, the City must complete a Consolidated Plan every five years and an Annual Action Plan, based on the Consolidated Plan that details the uses of funds. Congress' primary objective for CDBG is to improve communities, principally for low and moderate income persons by:

1. Providing Decent Housing,
2. Providing a Suitable Living Environment, and
3. Expanding Economic Opportunities.

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### AP-15 Expected Resources

The amount of CDBG funding received by the City varies from year-to-year based on the Federal Budget. The City expects to receive between \$510,000 and \$650,000 year during each of the next five years. The Annual Action Plan describes City allocations for the CDBG program during the coming year. These allocations fund activities to address goals for the primary Consolidated Plan areas: Affordable Housing, Homelessness, Community Development, Special Needs and Citizen Participation.

Additional federal funds to address goals are made available for public housing and programs addressing the needs of people experiencing homelessness. State government, local general funds and private resources are sometimes secured by the City or by local agencies for a variety of uses.

### FY 2016-2017 ANNUAL ACTION PLAN RESOURCES

#### CDBG Entitlement Program

Community Development Block Grant (CDBG)	\$ 599,050
CDBG Prior Year Carry Forward	tbd
CDBG Program Income	tbd
Total estimated CDBG Available for Allocation	\$ 599,050

#### Public Housing Programs

Section 8 Housing Choice Voucher Program	\$ 3,454,359
Public Housing Program	\$ 740,313
Public Housing Capital Fund	\$ 389,554
Section 8 Housing Choice Vouchers (other income)	\$ 39,000
Section 8 Mod Rehab	\$ 61,155
Public Housing Dwelling Rental Income	\$ 1,029,000
Public Housing Other Income	\$ 34,000
Nonprofit Management Fee	\$ 41,000
Total Public Housing Program Funds	\$ 5,788,381

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Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied

Federal funds will leverage possible additional resources to rehabilitate and/or develop affordable housing for renters or owners, to provide services to vulnerable populations including people experiencing homelessness, people living in poverty, and other people with special needs. When funding has matching requirements, match may be satisfied through local fund raising by nonprofit organizations, State Housing Trust Funds, and City General Funds.

## AP-20 Annual Goals and Objectives

5-Year Consolidated Plan Goal and Annual Activity	Priority Level	Special Population	5-year Goal	FY2016-2017 Planned
<b>Revitalization, Public Facilities &amp; Infrastructure</b>				
Facility Improvements	High	X	500 people	tbd
ADA Accessibility Improvements	Low	X	500 people	tbd
Land Acquisition for Affordable Housing Development	Low		5 households	tbd
Infrastructure for Affordable Housing Development	Low		5 households	tbd
<b>Public Services &amp; Economic Opportunities</b>				
Service & Facility Operating Support	High	X	2,000 people	tbd
Housing Stabilization Services	High		500 households	tbd
Employment & Job Training Support Services	Low		5 people	tbd
<b>Activities to Address Homelessness</b>				
Outreach, Service & Facility Operating Support	High	X	500 people	tbd
Increase Number of Emergency/Transitional Shelter Beds for Families	High	X	20 beds	tbd
Increase Supply of Permanent Supportive Housing	High	X	15 beds	tbd
<b>Decent Affordable Housing</b>				
Owner-occupied Housing Rehabilitation	High		25 units	tbd
Rental Housing Construction	High		5 units	tbd
Owner Housing Construction	High		2 units	tbd
First-time Homebuyer Assistance	High		25 households	tbd
Rental Housing Rehabilitation	Low		10 units	tbd

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## AP-35 Projects

### Introduction

Eleven complete proposals totaling \$577,104 were received by the February 5, 2016 proposal deadline. One incomplete proposal was also received. Funding recommendations will be finalized and brought forward for discussion with the City Council at a public meeting on April 12, 2016. Final council approval will be completed on April 19, 2016.

<b>CDBG Public Services</b>	
<b>Agency &amp; Project</b>	<b>Requested Funding</b>
Catholic Charities – Cedar Rose Emergency Shelter	\$ 30,000
Coconino County Community Services – Housing Stabilization	\$ 60,750
DNA People’s Legal Services – Eviction Prevention	\$ 11,400
Flagstaff Shelter Services – Operating Support	\$ 70,000
Sunshine Rescue Mission – Dorsey Manor Dedicated Case Manager	\$ 35,000
Total CDBG Public Services	\$ 207,150
<b>CDBG Public Facilities, Housing and Code Enforcement</b>	
	<b>Requested Funding</b>
City of Flagstaff – Owner Occupied Housing Rehabilitation	\$ 120,000
Conservation Legacy – Rose Street Community Space	\$ 85,000
Flagstaff Shelter Services – Energy Improvements	\$ 19,800
Housing Solutions of Northern AZ – First-time Homebuyer Program	\$ 120,000
Northland Family Help Center – Shelter Renovations	\$ 25,154
Total CDBG Public Facilities and Housing	\$ 369,954
<b>Administration</b>	
CDBG Program Administration	\$ 119,810

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### Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

For FY 2016-2017, the City issued a request for proposals for CDBG activities. Proposals are evaluated based on CDBG eligibility and funding criteria that include the ratio of dollars per person that will benefit, percent of leverage funding, past successful CDBG contract administration, location of the project in a target area, and evidence of community collaborations. At least 70% of CDBG funds must serve low and moderate income people and not more than 15% may be used for public services. Up to 20% may be used to cover administrative costs.

The largest obstacle to addressing underserved needs is insufficient funding, particularly for public services projects.

### **AP-38 Project Summary**

*Catholic Charities – Cedar Rose Emergency Shelter.* The Cedar Rose Emergency Shelter for Families welcomes two-parent families, single fathers with children, and multigenerational families who are homeless. Catholic Charities is the only provider in Flagstaff that serves this unique population. CDBG funds will assist in offering a decent, suitable living environment for low-income families who are homeless and in providing case management, life skills education, budget/savings training, and more to enable them to obtain and sustain permanent housing within the City of Flagstaff.

*Coconino County Community Services – Housing Stabilization.* Utilizing comprehensive case management, CCCS will provide assistance to help residents maintain safe and stable housing through the provision of housing and utility assistance. Utilizing the City of Flagstaff CDBG funds, we will be able to continue and expand our housing assistance that serves low-income, elderly, and disabled clients in crisis with financial assistance. The assistance will help citizens who are facing eviction or foreclosure to maintain their housing, and those who require move-in costs to prevent homelessness.

*DNA People's Legal Services – Eviction Prevention.* This project ensures access to justice for low-income Flagstaff residents facing unlawful evictions who need the judicial system to protect their right. Licensed attorneys with experience in housing law will help tenants fight unlawful evictions, and thus avoid homelessness and unnecessary financial instability. Services are free to qualifying individuals.

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*Flagstaff Shelter Services – Operating Support.* Flagstaff Shelter Services (FSS) requests CDBG dollars for two operational projects that will service individuals at two points in the FSS Continuum - 1) at entry into shelter, and 2) working to exit them from shelter. Project 1 requests support with operational expenses to increase the number of weeks the FSS overflow shelter remains open during the winter. Project 2 will increase housing-focused case management to better resource individuals in crisis by linking them with benefits, including community services. Housing staff manage the implementation of a comprehensive assessment of the individual's social, health, emotional, and economic needs to facilitate the efficient transition from emergency shelter into permanent housing, which includes the supports necessary to keep individuals housed.

*Sunshine Rescue Mission – Dorsey Manor Dedicated Case Manager.* Dorsey Manor, a 20-bed transitional housing program, has been in operation since 2011 without a dedicated case manager. Sunshine Rescue Mission seeks funding to initiate this new service, which will greatly boost the numbers of single homeless men able to access permanent housing in Flagstaff (thereby reducing the burden on the local system of homeless care). We are confident this new service will be entirely self-sustaining after one-year and will not require future CDBG assistance.

*Conservation Legacy – Rose Street Community Space.* The Arizona Conservation Corps (AZCC) strengthens the Flagstaff community through a robust workforce development program for young people. AZCC seeks to expand their role in the Sunnyside neighborhood by completing renovations on a multipurpose, community-centered facility. The building will house a training center for AZCC operations; classroom space for The Literacy Volunteers of Coconino County; and meeting space for the neighborhood elementary school, Sunnyside Community Association and neighborhood functions and events.

*Flagstaff Shelter Services – Energy Improvements.* Flagstaff Shelter Services (FSS) is proposing to utilize CDBG dollars for a rehabilitation project that would make critical improvements to the shelter. These improvements will have a lasting return on investment to both the shelter operational costs and long term energy efficiencies of the agency. The project proposes to replace expensive and wasteful equipment that will in turn provide significant water, energy, and costs savings to Flagstaff Shelter Services.

*Housing Solutions of Northern AZ – First-time Homebuyer Program.* Housing Solutions of Northern Arizona (HSNAZ) will provide low-income, first-time homebuyers with direct financial assistance, enabling them to open the door to homeownership. In addition to financial assistance, these buyers and others in the community will benefit from one-on-one homebuyer counseling, helping families to prepare for homeownership and understand the home-buying



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process, ensuring they make educated housing decisions and are less likely to face foreclosure in the future.

*Northland Family Help Center – Shelter Renovations.* Northland Family Help Center is requesting funding to install new carpet in the bedrooms and living areas that serve Northland Family Help Center's (NFHC's) Domestic Violence Shelter for survivors and their children and NFHC's Residential Youth Shelter for youth under age 18 who are abused, runaway, homeless or in need of respite from their families. NFHC was constructed in 1998 with CDBG assistance and we are requesting CDBG funds to replace original carpeting in both the Domestic Violence Shelter and the Residential Youth Shelter. Since 1999, there have been approximately 5,250 individuals residing in NFHC's Shelters from the Flagstaff Community creating the current worn condition of the carpeting. The proposed project will directly improve the quality of life for shelter residents and assist with the healing process for those traumatized by family violence.

### **AP-50 Geographic Distribution**

Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The City has designated four target areas. These target areas encompass many of the areas of low-income and minority concentration and include:

- Sunnyside - Census Tract 3, Block Group 2, 3, & 4.
- Southside - Census Tract 8, Block Group 1.
- Pine Knoll - Census Tract 8, Block Group 2.
- La Plaza Vieja - Census Tract 11.02, Block Group 1 & 3

The percentage of funds that will be spent in each target area will be included in the following table when funding recommendations are finalized.

<b>HUD TABLE 4 – GEOGRAPHIC DISTRIBUTION</b>	
<b>Target Area</b>	<b>Percentage of Funds</b>
Sunnyside	tbd
South Side	tbd
Pine Knoll	tbd
La Plaza Vieja	tbd

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### Rationale for the priorities for allocating investments geographically

Proposals are evaluated based on CDBG eligibility and funding criteria that include the ratio of dollars per person that will benefit, percent of leverage funding, past successful CDBG contract administration, location of the project in a target area, and evidence of community collaborations.

### Discussion

The City strives to utilize CDBG funds in target areas and awards extra points in the selection process for projects located in these areas. The actual distribution of funds to target areas depends on the number and type of proposals that are received and final funding recommendations.

## **AP-55 Affordable Housing**

### Introduction

One Annual Action Plan requirement is to provide information on the number of households that will benefit from affordable housing and the types of housing these households will be supported through. The number of households that will be supported through various types of housing will be included in the following HUD tables when funding recommendations are finalized.

<b>HUD TABLE 6 - ONE YEAR GOALS FOR THE NUMBER OF HOUSEHOLDS TO BE SUPPORTED</b>	
Homeless	tbd
Non-Homeless	tbd
Special-Needs	tbd
Total	tbd

<b>HUD TABLE 7 - ONE YEAR GOALS FOR THE NUMBER OF HOUSEHOLDS SUPPORTED</b>	
Rental Assistance	tbd
The Production of New Units	tbd
Rehab of Existing Units	tbd
Acquisition of Existing Units	tbd
Total	tbd

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## **AP-60 Public Housing**

### Introduction

The City of Flagstaff Housing Authority provides 265 public housing units, 12 mod-rehab units, 358 housing choice vouchers and 66 Veterans Affairs Supportive Housing Vouchers. The public housing units are in good repair as the Housing Authority follows a system of ensuring that all major systems are in good repair. The Housing Authority develops a 5-year Plan to identify the capital needs of public housing developments and the methods by which living conditions will be improved for public housing residents.

### Actions planned during the next year to address the needs to public housing

All major systems within the developments are in good repair due to an established life cycling system. Identified capital needs include replacing water lines, siding, roofs, water heaters and countertops.

### Actions to encourage public housing residents to become more involved in management and participate in homeownership

The Housing Authority has multiple goals and objectives created to increase resident involvement including: ongoing surveys and formal annual resident input and participation to ensure the public housing environment is appealing and up-to-date; providing maintenance and repair training prior to occupancy; using the Siler Homes Activity Center as a base for various resident services including resource referral and goal setting for residents seeking economic self-sufficiency; establishing community partnerships to provide programming relevant to residents; continuing resident orientation; partnering with the Boys and Girls club to provide free on-site programs; and resident meetings, barbeques and newsletters to help residents with education, employment, job training and youth services.

### Discussion

The City of Flagstaff Housing Authority provides 265 public housing units, 12 mod-rehab units, 358 housing choice vouchers and 66 Veterans Affairs Supportive Housing Vouchers. The public housing units are in good repair as the Housing Authority follows a system of ensuring that all major systems are in good repair. The Housing Authority develops a 5-year Plan to identify the capital needs of public housing developments and the methods by which living conditions will be improved for public housing residents.

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### AP-65 Homeless and Other Special Needs Activities

#### Introduction

The City is not a direct recipient of Emergency Solutions Grant funds from HUD yet invests a significant amount of financial and staff resources in addressing the needs of people experiencing homelessness and people with special needs. This section describes the City's one-year goals and actions for reducing and ending homelessness.

#### Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

Continuum of Care members may use CDBG funds to assist street outreach. Funded programs generally require an Individual Assessment Plan for each client enrolled in their program. There are currently three nonprofit organizations that conduct outreach services.

Addressing the emergency shelter and transitional housing needs of homeless persons  
Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City will continue to support agencies that provide emergency and transitional housing to the extent allowed under the CDBG program. The City and C o C members recognize the critical nature of Housing First and permanent supportive housing yet the large number of homeless individuals and families, the high cost of housing and a 20% employment rate among homeless individuals means that homeless individuals and families may require a longer stay in transitional housing. The City will also continue its active participation in the Coconino County Continuum of Care. The number of agencies that will provide emergency and transitional housing and the types of services provided will be addressed when funding recommendations are finalized.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.

The number of agencies receiving funding to prevent homelessness or receive assistance from public or private agencies that address housing, health, social services, employment, education or youth needs will be determined when funding recommendations are finalized.

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The City of Flagstaff Housing Authority has focused on placement of homeless veterans through the VASH rental voucher program. Other agencies have a strong record of success in placing and keeping homeless individuals housed through rapid re-housing programs.

### Discussion

The City is an active participant in the local Continuum of Care and staff members participate in multiple committees and lead the annual point-in-time count conducted for the Arizona Rural Continuum of Care. Activities that address homelessness are funded to the maximum extent allowed under the CDBG program rules. The City will continue to implement VASH Vouchers for Veterans experiencing homelessness.

### **AP-75 Barriers to Affordable Housing**

#### Introduction

Affordable housing barriers are regulatory or financial systems that make it harder for developers to create affordable housing. Barriers to affordable housing development can occur at many levels – local, state and federal government, as well as in related industries, such as the real estate, insurance and finance industries.

HUD defines a regulatory barrier as "a public regulatory requirement, payment, or process that significantly impedes the development or availability of affordable housing without providing a commensurate health and/or safety benefit." To identify potential local public barriers to affordable housing development, the City completed HUD's Regulatory Barriers checklist.

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

Over the past decade, the City has taken extensive steps to both remove barriers and to promote affordable housing development, including the development of an Incentive Policy for Affordable Housing (IPAH), adopted in October 2009 and later integrated into the City zoning code. The IPAH is designed to foster the preservation and production of affordable housing units and is intended to narrow the deficit of all types of housing for households earning up to 150% of the Area Median Income (AMI). The IPAH standards may be applied to rental housing, homeownership housing, and shelter, as well as to expiring affordable housing developments.

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### Discussion

The IPAH incentivizes developments that commit to permanently affordable housing units. When a developer takes advantage of the incentives offered under the IPAH, the affordable units are legally committed to the intended population through occupancy, resale and rent restrictions.

### **AP-85 Other Actions**

#### Introduction

In addition to establishing goals related to the use of CDBG funds, the City established HUD-required strategies to improve the delivery system, address lead-based paint hazards, reduce the incidence of poverty, and address barriers to affordable housing development. The City has also developed HUD-required program monitoring, and Minority- and Women Owned Business Enterprise Policies.

#### Actions planned to address obstacles to meeting underserved needs

The development and subsequent implementation of policy initiatives is critical to the success of the City of Flagstaff's overall housing and economic development goals. In general, policy development and implementation is designed to enhance City program effectiveness, identify gaps or underserved groups, and enhance the private sector's ability to provide market based solutions. At present, the greatest obstacle to meeting underserved needs is insufficient funding. The City addresses this obstacle by prioritizing CDBG projects that provide leverage funding to meet the needs of a larger number of people.

#### Actions planned to foster and maintain affordable housing

The City's Incentive Policy for Affordable Housing (IPAH) will continue to be implemented. The IPAH is designed to foster the preservation and production of affordable housing units and is intended to narrow the deficit of all types of housing for households earning up to 150% of the Area Median Income (AMI). The IPAH standards may be applied to rental housing, homeownership housing, and shelter, as well as to expiring affordable housing developments. The IPAH incentivizes developments that commit to permanently affordable housing units. When a developer takes advantage of the incentives offered under the IPAH, the affordable units are legally committed to the intended population through occupancy, resale and rent restrictions.

#### Actions planned to reduce lead-based paint hazards

The City will continue to take action to educate and inform the public regarding lead hazards by distributing lead poisoning and lead hazard information to participants in federally-funded programs and to any interested resident. Through education and information the City can reach

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many households who occupy or plan to occupy one of the 8,100 housing units built before 1980.

The City follows a multi-pronged approach to reduce lead hazards, integrating the following actions into housing policies and procedures:

1. Rehabilitation Projects. The City follows strict HUD guidelines for testing and abatement of lead-based paint and other hazardous substances, and requires compliance from its contractors and subcontractors. Any structure built before 1978 that is proposed for rehabilitation under federal programs, is tested for lead-based paint. Notices and requirements regarding testing and removal of lead-based paint are provided to program participants, contractors and project sponsors. The City has licensed contractors who are available to perform limited abatement and/or removal procedures if lead-based paint is present. Full abatement services are contracted with licensed contractors located outside of the City.
2. Section 8 Housing Choice Vouchers. The PHA inspects prospective dwellings constructed prior to 1978 that will have a child under the age of six residing therein, for compliance with EPA and HUD Lead Based Paint rules and regulations. The inspection includes visual inspections for chipped, peeling, chalking and deteriorated interior and exterior paint. Clearance testing may be performed after remediation by the property owner, to assure a lead-safe environment.
3. Public Education. Lead hazard information is distributed to participants in homeownership and rental programs.

### Actions planned to reduce the number of poverty-level families

The City will reduce the number of poverty level households by providing CDBG public services resources to local agencies that provide social supports, eviction and foreclosure prevention, and services that support employment and job training. The City will also continue to rehabilitate housing units owner-occupied by households living at or below the poverty level to support these households in retaining quality, safe housing. Households living below the poverty level will also be made aware of the various local services available that provide an economic safety net and opportunities for increased earnings.

### Actions planned to develop institutional structure

The City of Flagstaff has well-developed and experienced institutional infrastructure for the delivery of housing and community development programs. The Housing Section works closely with nonprofit organizations to ensure that CDBG funds reach the neediest Flagstaff residents and neighborhoods. Organizations must annually apply for CDBG funds for eligible activities. The City also works closely with and is a member of the Coconino County Continuum of Care. The City does not feel that additional development of institutional structure is necessary at this time.

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### Actions planned to enhance coordination between public and private housing and social service agencies

The City has developed an extensive mailing and email list that includes over 150 people that represent organizations that serve homeless and at-risk households, mainstream service and housing agencies, community development organizations, civic leaders, etc. This list is used to regularly inform these agencies of planning efforts, funding opportunities, changes in policy and practice or any other information that agencies may find useful.

### Discussion

The City will continue to effectively administer the CDBG program, work with nonprofit organizations and the Coconino County Continuum of Care, address lead-based paint hazards, and IPAH.